

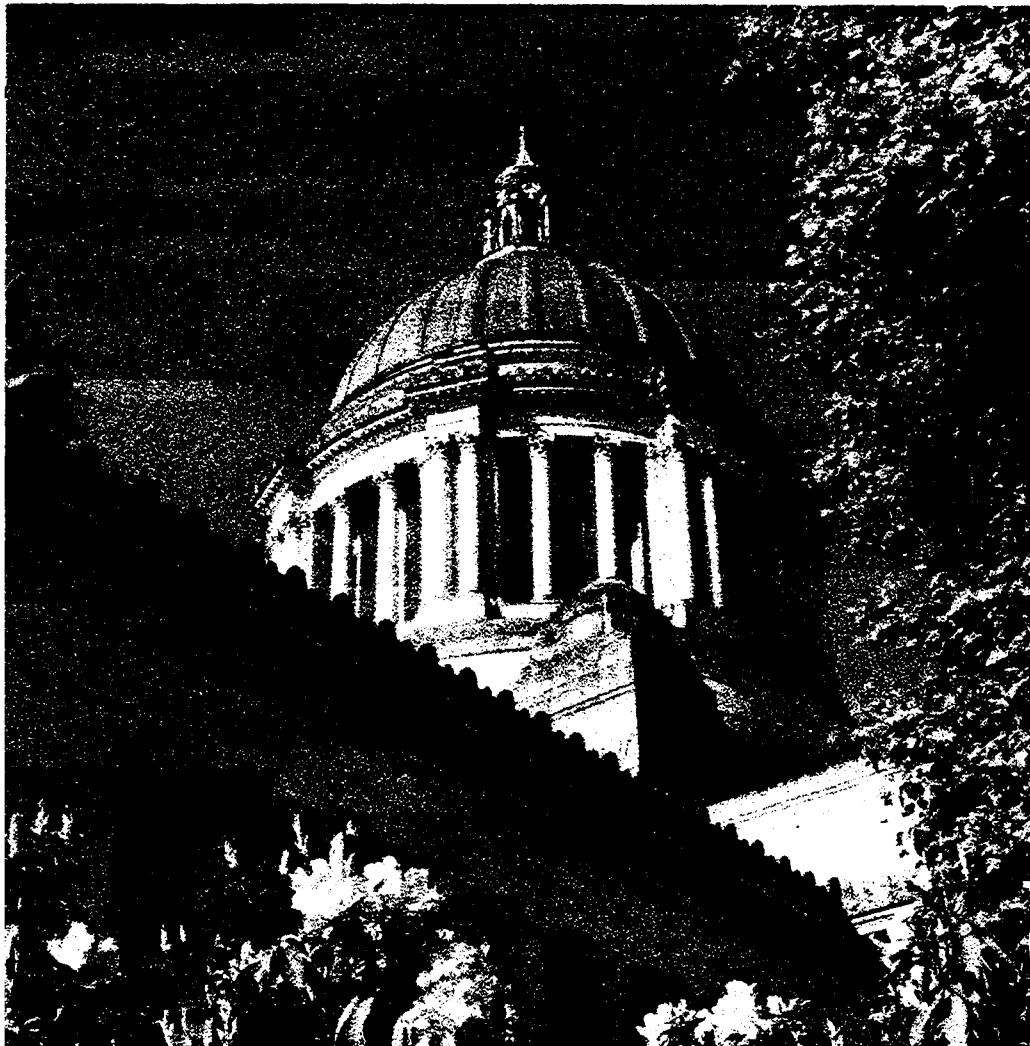
The Master Plan for the Capitol of the State of Washington

1991

Zimmer Gunsul Frasca Partnership



Washington State Department of
General Administration

**State Capitol Committee**

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The Honorable Joel Pritchard, Lieutenant Governor
The Honorable Brian Boyle, Commissioner of Public Lands

Capitol Campus Design Advisory Committee

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Alan Kurimura, Assistant Director, Division of Capital Management
Robert Arndt, Facilities Planning Manager, Division of Capital Management

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"Our challenge is to build thoughtfully on the splendid foundations which the original designers and builders of the Capitol began for us some 80 years ago, honoring their achievements, while expanding and enhancing them as the circumstances and the needs of the State have changed. This master plan has been developed to realize that goal."

Norman J. Johnston, FAIA
Member, Capitol Campus Design Advisory Committee
Professor Emeritus of Architecture, Landscape Architecture and Urban Design,
University of Washington

The Vision

Washington: For 100 years it has represented natural beauty, a commitment to the environment and open, accessible government. Our state capitol is the physical embodiment of these virtues, unmatched in its grace and symmetry by any other state capitol in the nation.

We, the people of the state of Washington, recently celebrated our first century of statehood. In this document, the Master Plan for the Capitol of the State of Washington, we are offered imaginative approaches to the challenges to be expected as our government evolves over the first 20 years of the state's second century. This master plan will make clear in each of its sections the very reason for its being: the urgent need for a thoughtful and orderly model for addressing today's needs and the future development of the capitol.

This document envisions our capitol as much more than simply the seat of government. It is the single place where visitors, customers and residents can best experience Washington's exceptional political and cultural heritage. It is a wellspring of history, a workplace of distinction and function and a living testament to our state's promise of a sound future. These assets we take for granted will be threatened only if we do not plan wisely for the progressions, changes and potential growth of state government.

The master plan is fortunate to be able to build from a solid foundation laid in 1911, when the first capitol plan was conceived by the architectural firm of Wilder and White. The Wilder and White design, augmented by the 1928 landscape design of the Olmsted Brothers, has proven over time to be a remarkable example of beauty, clarity and foresight. The principles it embraced remain the base from which the capitol planners of today will look ahead into the 21st century.

Our capitol dome is among the tallest and grandest of state capitol buildings in the United States. By the same token, our state in 1911 rose above the rest in its approach to capitol planning. This master plan, incorporating a strong framework with the creativity to evolve with changing circumstances, is as innovative in its ideas and forward-thinking in its outlook as that early plan.

Wilder and White, despite their unquestioned vision, could not have forecast the tremendous population growth of the state of Washington or the changes in its government. These realities have made it necessary to encompass an expanded Capitol Campus and the cities around it in any long-range plan. This master plan offers a concept designed for the 1990s and beyond: the coordination of government facility needs with adjoining communities through urban redevelopment and the creation of satellite campuses. No other state has attempted as much.

Any master plan of today, obviously, must look outward from the Capitol Campus. As the population grows, projections suggest state government employment in Thurston County could increase from its current level of 18,000 people to as many as 27,500 over the next 20 years.

This master plan sets forth a 20-year guide to construction, expansion and acquisition of property on campus, in the Capital City of Olympia and in the Capital Community of Lacey and Tumwater. It calls for new thinking about transportation to and among state government's various branches. And it proposes models of consultation and cooperation among state and local governments in Thurston County to realize its environmental and urban design ideals.

Just as important, this document makes a point of extending to off-campus sites the quality standards, if not the specific design themes, of the 1911 Wilder and White plan. Thus we can ensure that state facilities at satellite campuses will be distinctive buildings, attractive and easily recognizable, with an openness and accessibility reflecting the best traditions of the government of Washington.

THE PLANNING PROCESS

The builders of this master plan did not work alone, but reached into the community to solicit ideas, values and goals. Citizens representing state and local concerns, with the plan's mission statement before them, participated in workshops, public forums and surveys. The planning mission was:

- To update the master plan for the Capitol Campus and devise a strategy for state facilities in Thurston County that will provide:
 - quality service to the state's residents.
 - efficient operation of state government.
 - exemplary siting, design and architecture of state buildings.
 - preservation of the heritage and character of the Capitol Campus.
- To plan state facilities to:
 - serve customers, visitors, employees and residents.
 - be energy efficient.
 - respect the environment.
 - develop according to sound growth management principles.

THE PLAN IS NEEDED NOW

We cannot afford to wait and see what the next 20 years will bring, but instead must anticipate and plan for change. We have seen demands on state government outrun new state construction during the past 20 years. As a result, only 40 percent of the state's business is now conducted in buildings owned and managed by the state. The other 60 percent is done in leased buildings. Altogether, the state has more than 270 leases in 120 buildings in Thurston County. One fourth of those leases are less than 2,000 square feet, which is smaller than many homes.

Dependence on leased space is costly and inefficient. State agencies exert less control over the quality and design of leased space, and are often forced to accept buildings that are smaller or otherwise unsuited to their needs. This, in turn, forces state agencies to do business in multiple locations, causing confusion for agency customers and costly duplication of services, staff and equipment. This can only multiply traffic problems, parking shortages and neighborhood impacts.

The master plan sets a goal of gradually reducing the proportion of leased properties to 20 percent by the year 2010. Achieving that goal, plus accommodating the state's new building needs, will require construction of approximately 3.7 million square feet of working space.

PREFERRED DEVELOPMENT AREAS

The master plan recognizes the parallel requirements for more office space and preservation of the open character of the Capitol Campus. It calls for new construction to be concentrated in three preferred development areas:

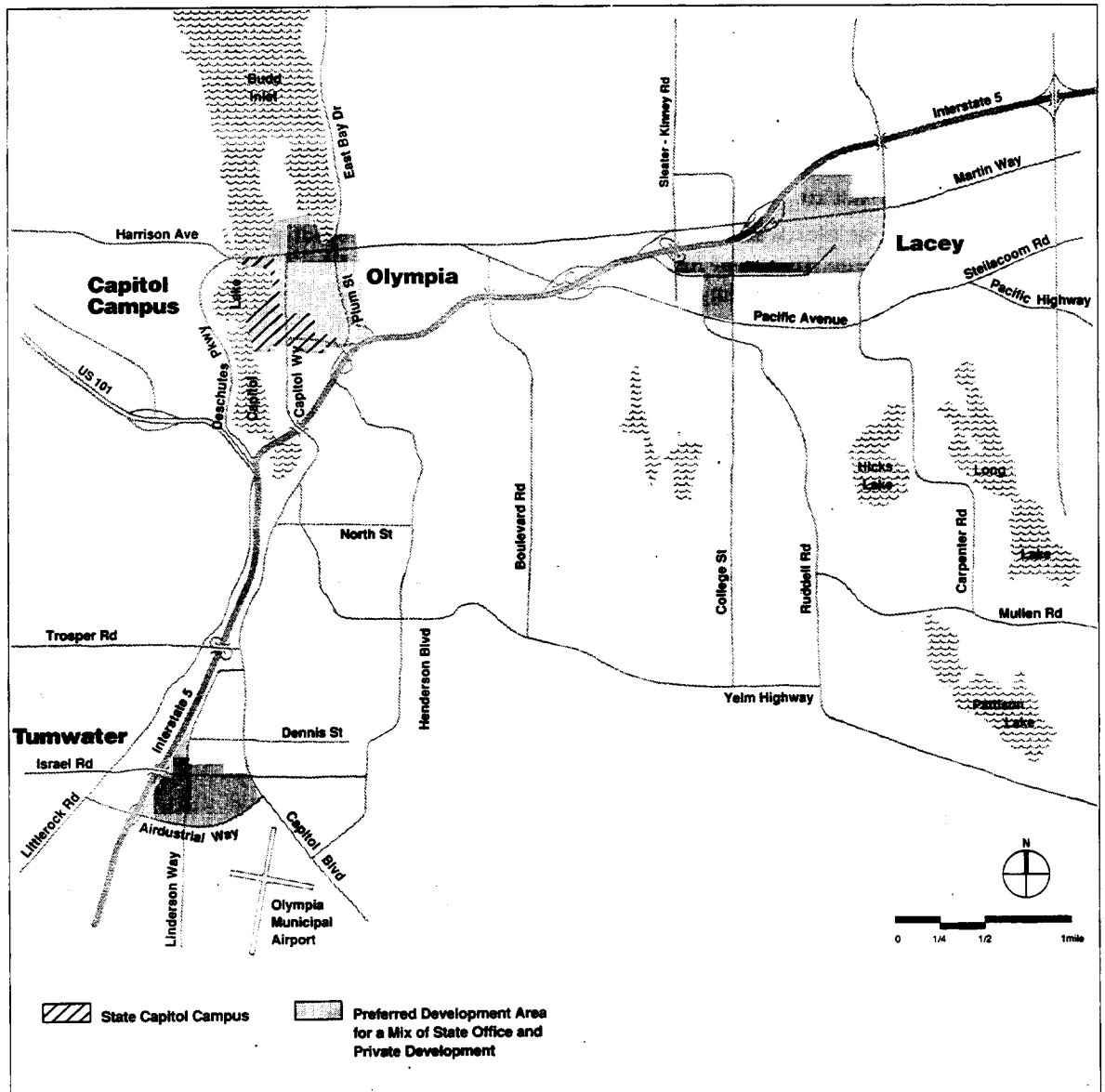
- The Capitol Campus
- Olympia, the Capital City
- Lacey and Tumwater, the Capital Community

To ensure that these centers of state government are functional, accessible and attractive, the master plan sets forth guidelines for construction, design and transportation systems. It includes recommendations for creating parks and open spaces and calls for placing buildings in clusters for the convenience of customers and employees.

Instead of relying on leased space simply because it is available, state agencies in the preferred development areas can be placed on sites specifically chosen to best serve their functions. Agencies which must be close to the Legislature, for example, will remain on the Capitol Campus, while other agencies that deal with the public frequently and directly should move off-campus where they are visible and accessible.

Buildings in the preferred development areas need not be carbon copies of the architectural style of the Capitol Campus but should nonetheless be distinctive, visually unified clusters clearly identifiable as centers of government.

PREFERRED DEVELOPMENT AREAS



The state recognizes the need to expand state facilities beyond the Capitol Campus and has involved representatives from local communities to identify areas where they would prefer the state to focus future office development.

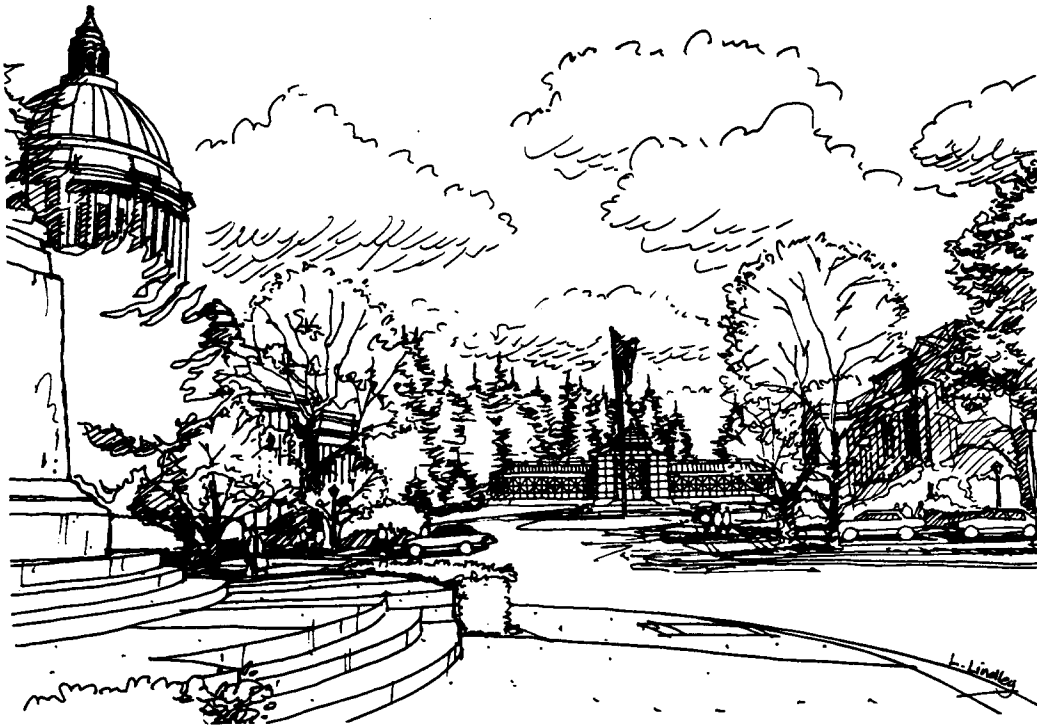
THE CAPITOL CAMPUS

Those early visionaries — Wilder and White and the Olmsted Brothers — designed a Capitol Campus on which buildings rest in harmony with the capitol's natural setting overlooking Puget Sound and the Olympic Mountains. Its landscaping works to preserve and highlight open space while clearly defining the campus boundaries.

Wilder and White placed campus buildings around formal and informal landscaped open spaces, an idea whose enduring worth is evident in the elegant grouping of the Legislative Building, the Temple of Justice, the Insurance Building, the John A. Cherberg Building and the John L. O'Brien Building.

Wilder and White saw the Capitol Campus as a "cluster in the woods," and at that point in our state's development their physical design was a literal representation of the seat of government. It is appropriate that we carry forward the original theme of the cluster in the woods in a way that offers explicit opportunities to interpret the campus architecture, landscaping and layout in relation to our state's history, environment and culture.

CONSERVATORY AND INTERPRETIVE CENTER



The Conservatory and Interpretive Center complement the Legislative Building grouping which remains as the historic and symbolic heart of state government.

The Capitol Campus, clearly, must remain the heart of the state's operations, and care should be taken to maintain its classic character and generous open spaces. Thus, the master plan calls for construction of only about 640,000 square feet of office space on the campus through 2010.

Development on the West Campus will serve the needs of the legislative, executive and judicial branches of government, with special emphasis on architectural harmony with its landscaped setting.

The East Campus, across Capitol Way from the capitol dome, is currently visited less than its neighboring campus to the west. The master plan calls for new office buildings as well as fresh innovations to make the East Campus a more inviting place for visitors. The proposed Pavilion and its meeting and dining areas, for example, would bring human scale to the expanse of the Plaza, as well as enhance East Campus vitality and improve coordination with the West Campus.

New construction on campus in the next 20 years will include the Washington State Patrol building, an executive office building, a state agency information center, the Washington State Capital Museum, an annex to the Temple of Justice and the Conservatory and Interpretive Center. The completion of Heritage Park, which will physically link the campus to Puget Sound, will be the realization of an important provision in the original Wilder and White design.

OLYMPIA, THE CAPITAL CITY

Olympia's identity as the state's Capital City will be enhanced by the construction of about 850,000 square feet of downtown office space through the year 2010.

The plan has made a strong and early commitment to the Capital City concept, which is designed to strengthen the Capitol's connection to Olympia's core. The master plan calls for new offices leased or owned by the state to be concentrated in the city's core and clustered around parks and Capitol Way. The Capitol Campus and downtown, already served by the natural link of Capitol Way, should be visually joined by parks and landscaping designs. A mix of public and private development should be encouraged and street-level uses of buildings should be oriented to pedestrians.

Olympia has committed to a partnership with the state to see the Capital City vision become reality.

STATE OFFICE CLUSTER AT CAPITOL WAY AND SYLVESTER PARK



The plan places a high priority on realizing the full potential of Olympia's role as the state's Capital City.

LACEY AND TUMWATER, THE CAPITAL COMMUNITY

The Capital Community concept recognizes it is no longer desirable, feasible or practical for all of the state's agency headquarters to be located in Olympia. Satellite campuses in Lacey and Tumwater will accommodate approximately 1.5 million square feet of office space by 2010: 600,000 square feet in Lacey and 900,000 square feet in Tumwater.

Areas for new development have been chosen carefully to complement plans of the two cities.

The master plan calls for agencies that require large amounts of land or have no need to be close to the Capitol Campus to be located on satellite campuses. New development will be clustered to make it more accessible to public transportation, which will encourage services such as dependent care, restaurants, banks and retail stores. Here again, a mix of public and private business is encouraged. These clusters should not be isolated islands of state government but thriving centers of urban life.

TUMWATER SATELLITE CAMPUS



The plan clusters development around park blocks.

LACEY SATELLITE CAMPUS



The plan clusters development within forested areas.

A NEW STRATEGY FOR DEVELOPMENT

This master plan offers a new strategy for developing state facilities. It addresses the problems of today but also looks into the future to anticipate the needs of the state and its individual agencies before they arise. The plan provides a comprehensive long-term development plan based on projections for the next 20 years.

To make the plan a reality, several things must happen:

- The plan must guide the Executive Branch, the State Capitol Committee and the Legislature in the budgeting process, in approving state projects and in appropriating funds.
- One agency, the Department of General Administration, should have overall responsibility for facility planning, development and management. New and comprehensive information should be collected regularly to monitor current conditions and emerging needs.
- A leasing strategy should be devised to improve the cost-effectiveness and manageability of the remaining leased property.
- New approaches to funding, including innovations such as development partnerships or revolving capital development funds, are required to ensure there is money to implement the master plan.
- A transportation management plan should be designed to decrease the dependence of state employees on single-occupancy vehicles and actively encourage other transportation choices, such as public transit, bicycling and walking.

This master plan is regional in scope. Its goals will not be achieved without strong cooperation among Intercity Transit and other public transportation providers, local governments and state agencies.

THE ORGANIZATION OF THE PLAN

This document, completed in 1991, is a fulfillment of a commitment to update the 1982 master plan. It begins with a detailed description of the Capitol Campus. Sections on the Capital City and the Capital Community follow. Each section contains guidelines for design, transportation and facility development. A strategy for implementing the master plan is outlined in the final section.

A VISION FOR THE FUTURE

This master plan is far-reaching in its ambitions, and in fact sets out to be the blueprint for a state capitol that is world-class in its design achievements. The Capitol Campus, the Capital City and the Capital Community will stand as historic examples of what can be accomplished when people and governments work together with a clear and unified vision.